SAN MATEO SHORELINE PARK

THE SHORELINE PARK SPECIFIC PLAN
OF THE CITY OF SAN MATEO GENERAL PLAN

City of San Mateo Community Development Department

MAY 1971

Revised - August 20, 1979

RECEIVED
1980
SAN FRANCISCO BAY CONSERVATION
& DEVELOPMENT COMMISSION

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I. INTRODUCTION

1. PURPOSE

The purpose of the Shoreline Park Specific Plan is to provide the citizens of San Mateo, the City and other agencies, and other interested persons with a conceptual guide for the future of San Mateo's shoreline. A specific plan is typically prepared for areas of particular concern to a community, or an area of natural significance; San Mateo's shoreline is both.

The Shoreline Park Specific Plan is intended to implement the goals and policies of the General Plan for the shoreline area. In addition, the Plan extends upon elements of the General Plan as far as they address the Shoreline Plan's planning area -- certain aspects of the Parks and Recreation, Open Space and Conservation, Environmental Resources Management, Public Buildings and Facilities, Housing and Land Use, and Circulation elements.

The Plan is intended to be consistent with Bay Conservation and Development Commission (BCDC) policies, County plans, and the policies of other agencies having jurisdiction by law.

2. SCOPE

The physical scope of this specific plan ranges from the Burlingame City limits to the north to Foster City to the south. The summary overview of the Shoreline Park includes a substantial portion of land which is located in Foster City. There are three reasons for this. First, when the specific plan evolved initially, Foster City did not exist as an incorporated entity, and, therefore, the shoreline area was included in San Mateo's sphere of influence. Second, the physical configuration of existing land, streets, water, etc., require that areas in the adjacent community be considered.

Third, while the shoreline is demarked by jurisdictional boundaries, the bay as an ecological system does not pay heed to such arbitrary lines, and enhancement of the bayfront requires comprehensive planning which may go beyond particular city boundaries. The configuration of the plan in Foster City is, however, merely a concept which is compatible with the Plan within San Mateo's boundaries, and remains for Foster City to implement.

The physical scope of the Shoreline Park Specific Plan departs from the vicinity of the Bay in two areas. Because of their direct and necessary relationship to the Bay, certain aspects of San Mateo Creek and Marina Lagoon (formerly Seal Slough) are addressed.

Since the Shoreline Park Specific Plan is an element of the General Plan, the detail it contains is that best suited for general plans and specific plans.

The physical configuration of the Plan's content is intended to show the general location and types of uses or improvements. Detailed environmental assessments and engineering studies are required in the future to define specific designs of uses and facilities, and their location.

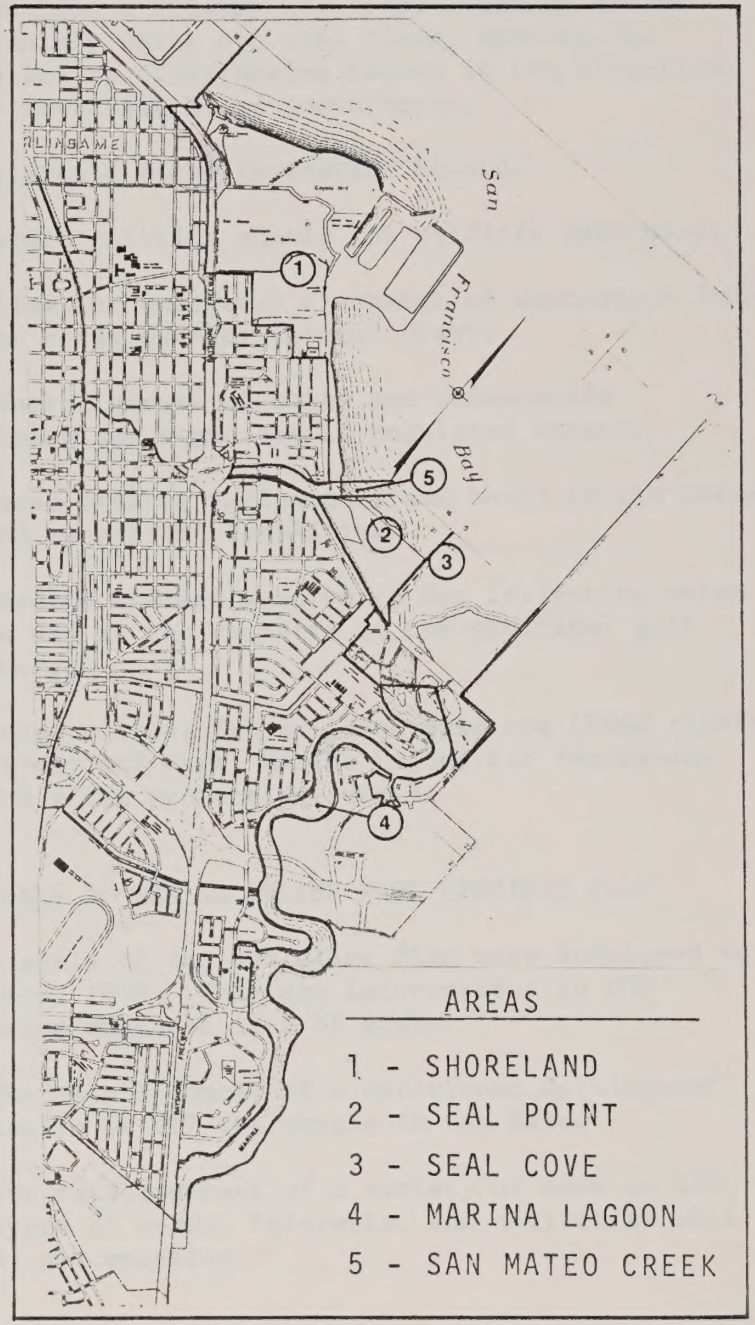
3. INTEGRATED APPROACH

For discussion purposes, the Shoreline Park Planning Area is divided into 5 areas. The map following

indicates each area, and its name (for reference). A summary overview plan shows the general theme; within the Plan, however, each area is discussed in turn.

It has become increasingly apparent that the Bay and adjacent land are part of an ecosystem which must be studied, planned and considered as a single system. Similarly, City policies with respect to as significant area as the shoreline should be comprehensive, related and integrated to effect as many of its goals and policies. The Plan, therefore, attempts to take an integrated approach to the shoreline while the central thrust of the specific plan is the realization of the San Mateo Shoreline Plan, other City concerns are dealt with to the extent to which they affect the planning area. For example, the design and use of Third Avenue, while primarily a circulation concern, is spoken to since it has a direct relationship to the Plan. Other similar situations will be spoken to, although sometimes only generally.

4. PLAN AREAS



II. BASIS OF PLAN

1. INTRODUCTION

Many things combine to produce a plan. The physical and ecological setting provides one set of opportunities and constraints, the City's own capabilities provide another, other jurisdictions and other people provide a third. And finally, society generally provides a further set of opportunities and constraints, both in terms of what is desirable as well as what is economically feasible. The following section circumscribes the basic premises of the Plan.

2. CRITERIA AND BASIC PREMISES

A. Treat the planning area as a unit.

B. Increase the length of the shoreline.

C. Provide as much public access as possible to the shoreline.

D. Control vehicular access and parking.

E. Cluster compatible recreational facilities.

F. Maintain a safe dike.

G. Provide an efficient drainage system of sufficient capacity for San Mateo Creek and Marina Lagoon.

H. Provide vista points between the PG&E high voltage power lines and the new shoreline.

I. Design earth mounds for interesting park topography that will support plant materials.

J. Recommend architectural standards to achieve high level of visual quality.

K. Consider a tideway for tidal flushing action possibly using ebb tide flows; develop the option to flush Marina Lagoon in two directions -- north/south and south/north.

L. Eliminate flood inundation hazard.

M. Retain existing shoals for wildlife sanctuary.

N. Allow for emergency discharge of wastewater from the Water Quality Control Plant.

O. Control growth of algae and undesirable biological organisms in regulated waters.

P. Reuse treated wastewater (and heat) in the parks and recreation facilities.

Q. Develop storage reservoirs for irrigation water on and in the vicinity of the municipal golf course.

R. Develop areas for multi-purpose use (PG&E right-of-way and park, Marina Lagoon for recreation and storm protection, etc.).

3. GOALS OF THE SHORELINE PARK SPECIFIC PLAN

Major goals of the Shoreline Plan were developed in November, 1968. They are incorporated in the following expanded list of goals:

A. The establishment of a waterfront development usable by all the people in San Mateo.

B. The establishment of a variety of uses so all types of needs, interests, and activities will be accommodated.

C. Maintain a safe dike.

D. Provide for adequate flood control.

E. The establishment of protected waterways.

F. The establishment of as much open space as possible.

G. Development at the lowest possible cost to the taxpayer.

H. The reduction of bay fill to an absolute minimum.

I. Establishment of a final boundary to prevent any further development on the bay shore.

4. FINDINGS

A. The City of San Mateo is deficient in city-wide park space.

B. The existing refuse disposal area is not part of a County solid waste disposal plan and will be phased out.

C. Most of the City waterfront is inaccessible; the only acessible open beaches are at Coyote Point and Marina Lagoon.

D. Existing embankments and dikes are unattractive and uninviting.

E. Over 300 acres of mudflat are exposed at zero tide; little or none of this area is intended for recreational boating.

F. Natural silting and sedimentation are continuing to fill the shallows along the San Mateo waterfront and sections of Marina Lagoon.

G. Present conditions are greatly different from a natural estuarine environment.

H. PG&E may permit recreational use of its right-of-way. Property ownership yet to be determined.

I. Marina Lagoon is inaccessible from San Francisco Bay.

J. Shoreline improvement is needed to create a usable waterfront.

5. DEVELOPMENT CONCEPTS

A. Improvements of existing land for parks and recreational uses.

B. Redevelopment of existing refuse disposal area as a Bayfront recreation area.

C. Limited filling to improve shoreline appearance and provide new public access to the waterfront.

D. Private development of water-oriented commercial recreation.

E. Establish marshland growth.

F. Cluster marine activities near boating areas.

G. Conduct research and field tests to determine ways and means to establish new marshland.

H. Continued improvement of property west of existing dike.

I. Approval of the design concept for the Shoreline Park Specific Plan.

J. Maintenance of a safe dike.

K. Increase of pumping capacity in Marina Lagoon.

III. SUMMARY OF THE SHORELINE PARK PLAN

1. GENERAL

The San Mateo Shoreline Park planning area covers approximately 885 acres of land. Within this area there are 675 acres of dry land at high tide. Marina Lagoon accounts for 210 acres.

511 acres of land will be used for park and recreation purposes and one acre near the Marina Lagoon dam will be for expansion of the treatment plant. Including the Coyote Point Marina, the plan provides 7.4 miles of shoreline and provides for continuous public access to cover 2.9 miles of open beach and marina. Sloping fill along the bay side of the steep dike and along the north side of the dump will improve shoreline appearance and provide new public access. A bike and pedestrian system will facilitate movement through the park and will connect to other such systems in adjacent areas.

The major classifications of land use are park and recreation, marine commercial, commercial recreation, and public (meaning public facilities such as the wastewater treatment plant and public streets).

TABLE I
LAND USE SUMMARY

Area and Land Use	Area (Acres)
AREA 1 - Shoreland	
Public Parks and Recreation Uses	
Coyote Point Park/Marina	307
Golf Course	105
Bayside Park/PG&E Right-of-way	23
Private Uses	47
	482
AREA 2 - Seal Point	
Public Parks and Recreation Uses	52
AREA 3 - Seal Cove	
Public Parks and Recreation	9
Mouth of Seal Slough	9
Public Facility	12
Private Uses	60
	90
AREA 4 - Marina Lagoon	
Public Parks and Recreation Uses	
Parks	8
Marina Lagoon	210
	218
AREA 5 - San Mateo Creek	
Public Parks and Recreation Uses	7
Private Uses	7
	14
STREETS	29
TOTAL AREA	885*

* All acreage figures are approximate.

2. AREA SUMMARY

Area 1 - Shoreland lies between Burlingame and San Mateo Creek. It is composed of Coyote Point Regional Park and a linear park paralleling the bayfront dike between Coyote Point and San Mateo Creek.

Area 2 - Seal Point includes all of the San Mateo solid waste disposal site and the PG&E right-of-way east of Third Avenue between San Mateo Creek and Marina Lagoon. The area is proposed as a public park area, including water-oriented commerical uses located on the eastern periphery of the existing land mass. It is proposed that Third Avenue be widened to provide for through and local traffic. This street is proposed to be treated as a scenic highway appropriate to the area. At the base of Seal Point is a registered shellfish bed.

Area 3 - Seal Cove comprises the mouth of Marina Lagoon east of Third Avenue and the park area between Marina Lagoon and City limits. On the south side of Third Avenue, it includes the land in the vicinity of Detroit Drive and Anchor Road. A variety of public uses are proposed, including a City park, conservation of marsh areas, the Water Quality Control Plant, a dredged channel to deep water, trails, a new pumping station, and other public improvements.

Area 4 - Marina Lagoon encompasses the remainder of Marina Lagoon south of the dam. Marina Lagoon will receive improvements which will enhance its function as a recreation/storm drainage facility. Public access will be required where abutting land is still vacant and other areas, where feasible.

Area 5 - San Mateo Creek requires improvements to increase its storm water runoff capacity. Segments are suitable for linear park development and pedestrian and bicycle connections; a dredged channel (about 4 feet deep) may be required to deep water for purposes of better drainage. There exists historical records of Indian Shell Mounds along portions of San Mateo Creek.

IV. RELATIONSHIP TO OTHER PLANS

1. PARKS AND RECREATION ELEMENT

This element of the General Plan lists a series of general goals and policies for parks and recreation. Among the nine stated goals, two have particular reference to the Shoreline Park Plan:

- Provide adequate, readily accessible space and facilities to serve the recreation needs of all the citizens of San Mateo.

- Balance conservation, preservation, and development in creating a usable waterfront.

These general goals are amplified by a number of more specific policies.

- Develop large city-wide parks on the edge of the City where large areas of land are available at a relatively low cost.

- While priority will be given to acquisition over full development, areas already available must be developed and utilized according to the park and recreational needs of the citizens of San Mateo.

- Emphasize maximum public use of the waterfront area consistent with preserving the natural open space, wildlife and plant life, and assure perpetual citizen access to the bay. Develop a plan for the entire shoreline between the north and south City limits.

- Preserve, enhance, and improve our creek sides and drainage channels for parks and wildlife areas providing public access where feasible.

- Utilize public easements and residual public properties for park and recreational development.

- Limit bay fill to areas for park and recreational facilities. Permit private development of bayfront only where the public will obtain free park and recreational facilities and where highest standards of aesthetics are maintained. Any such development should not mar the view or disturb the natural beauty of the shoreline and must conserve and enhance the ecology of the bay.

2. ENVIRONMENTAL RESOURCES MANAGEMENT ELEMENT (ERME)

The City's ERME takes a comprehensive view of development, and of the natural and man-made constraints and opportunities affecting the City's future. The Shoreline Park Plan is affected by a series of objectives and policies of ERME.

A. Natural Resources Policies:

- Establish guidelines which will allow development while preserving significant trees and other natural vegetation.

- Improve the quality of San Mateo's water resources by upgrading the water quality and bodies of water over which the City has control, and require private development adjacent to water to provide public access.

- Develop the potential of Marina Lagoon to serve as a recreation facility, wildlife area, and drainage basin.

- Upgrade wastewater treatment facilities to improve the quality of receiving waters and allow for reuse of wastewater.

- Look upon drainage channels as potential recreation and scenic resources and require improvement to take multiple use into account.

- Maintain development patterns which allow for the continued existence and viability of wildlife.

- Explore the feasibility of preserving the few remaining wildlife habitats.

B. Urban Resources Policies

- Designate streets of significant scenic value as scenic highways and develop programs which will maintain or enhance their scenic quality.

- Designate scenic corridors and establish regulations to maintain the quality of scenic roads.

- Acquire and develop the open space areas delineated in the Parks and Recreation element, with emphasis on sites with significant environmental qualities.

C. Urban Development Constraints Policies:

- Develop measures which will reduce the risk to human life and property resulting from flooding.

3. BAY CONSERVATION AND DEVELOPMENT COMMISSION

Among plans and policies which affect the Shoreline Park Plan concept, the BCDC plan ranks among the most significant; it contains a series of policies which will affect San Mateo. As was noted earlier,

Park Plan concept, the BCDC plan ranks among the most significant; it contains a series of policies which will affect San Mateo. As was noted earlier, the Shoreline Park Plan was prepared to be consistent with BCDC policies.

4. CIRCULATION ELEMENT

This element of the General Plan includes a Circulation System. The Shoreline Park Plan is affected by the following portions of the Circulation System as adopted in the Circulation Element:

- East Third Avenue, Norfolk to east city limits -- widen street to four lanes.

- Third Avenue is classified as an Arterial from Crystal Springs Road to the east city limit.

- Third Avenue as a scenic highway appropriate to the area can be achieved more easily though proper planning and development regulations.

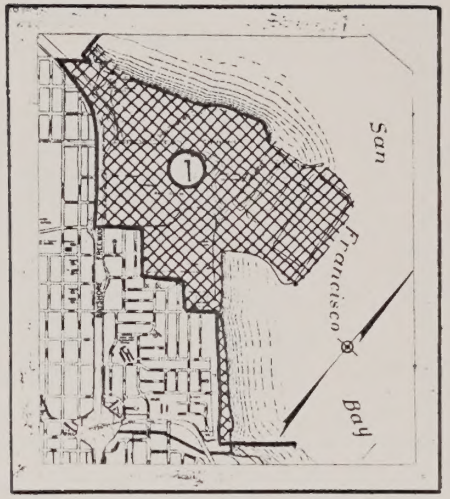
V. SAN MATEO SHORELINE PARK

1. AREA 1 - SHORELAND/COYOTE POINT PARK

A. Existing Conditions

The Bayfront Dike is located about 200 feet away from developed residential lots. The intervening land is unimproved except for the PG&E transmission tower lines. It is low-lying meadow with a drainage ditch along the back side of the dike from which water is pumped into the Bay. There are 5 PG&E tower lines and space to add two more. PG&E tower lines form a 500 foot wide band along the shoreline. The City of San Mateo has easements and grants covering the dike and outboard wetlands and marshes.

Coyote Point Park is a County-owned regional park and recreation facility.



B. Improvements and Recreational Opportunities

- Expansion of Bayside Park and Ryder Park, including parking facilities.
- Storm water retention reservoir, water channel and storage ponds; water system designed to allow the reuse of wastewater from the Water Quality Control Plant. Reservoir to be located on Municipal Golf Course.
- Preservation of existing marsh and restoration of shore areas by creating new marshlands, including San Mateo Creek.
- Service road and bike path on top of dike; parking areas in Coyote Point area and southern section (potentially on existing dump site with a small bridge for pedestrians) and at Ryder Park.
- Maintenance of existing dike.
- Additional storm drain pumps at Poplar Avenue pump station.
- Landscaped mounds and sheltered picnic areas.
- Redevelopment of Coyote Point Park, and expansion of Marina.
- Community involvement in experimental studies and park improvement projects.
- Beach overlooking sheltered cove in lee of Coyote Point Marina.

- Pedestrian walks over/along marsh areas along shoreline for conservation education.

- Accessible open areas for hiking and fishing.

- Adventure playground for unstructured play from available materials.

- Nature park area with meandering stream and ponds.

- Bikeways and trails throughout the Shoreline Park, including the Bayfront Dike.

- Picnicking, sightseeing, and passive recreation.

- Formal park and recreation areas/facilities in Ryder-Bayside parks vicinity. Passive/natural park use of remaining area.

- Delete second access (Poplar Avenue) to Coyote Point Park.

- Pedestrian access between Coyote Point and the Shoreland area.

2. AREA 2 - SEAL POINT

A. Existing Conditions

PG&E property along the north side of East Third Avenue has five tower lines within a 430 foot wide unimproved strip. The remaining land is used for disposal of solid waste by sanitary land fill. Steep inaccessible embankment slopes have been protected by concrete rubble and unattractive debris.

B. Improvements and Recreational Opportunities

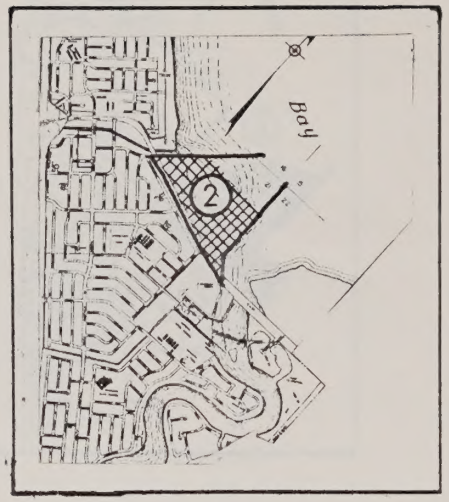
- Redevelopment of refuse area into a park with landscaped picnic areas.

- Vehicular access and parking areas located away from shoreline.

- Embankment grading and protection to create public access bike-hike trail along water's edge.

- Public facilities to service water-oriented commercial recreation establishments overlooking the Bay near the northeast corner for restaurants, specialty shops, and other commercial water oriented uses.

- East Third Avenue provides singular access to the Shoreline Park area. For many years the City has considered making improvements to this arterial. An EIR will be prepared to discuss the impacts of these improvements, which include scenic parkway design considerations and new bridges within the Shoreline Plan Area. Before a firm commitment to proceed with widening can be made, all significant impacts identified in the EIR will have to be carefully evaluated.



- Planning study to consider the feasibility of a dredged channel for San Mateo Creek and Marina Lagoon outfall to facilitate water runoff.

- Field sports and games on open fields.

- Sheltered picnic areas and scenic overlooks.

- Bikeways, trails, and vista points.

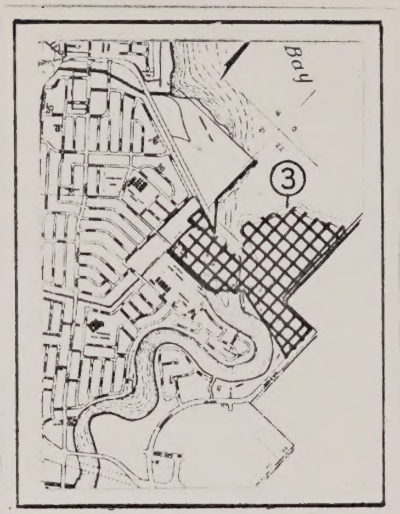
- Eating, lodging and shopping at commercial recreation establishments.

3. AREA 3 - SEAL COVE

A. Existing Conditions

Consists of the mouth of Marina Lagoon and adjacent lands. Its natural qualities include both fresh water and salt water marsh. A dam blocks Marina Lagoon and allows control of the water level in the Lagoon. The City's Water Quality Control Plant is located at the southwestern end of Detroit Drive.

The shallow tideland area is mudflat at zero tide. The low-lying diked area outboard of Third Avenue is within the Estero Municipal Improvement District and is nearly inaccessible.



B. Improvements and Recreational Opportunities

- Development of new marsh areas north and south of Marina Lagoon, near Third Avenue; protection, enhancement, and expansion of existing marsh areas.

- Linear park along water's edge, including bikeways and trails, fishing spots and parking areas where desirable and necessary.

- Designation of approximately 50 acres north of Third Avenue which are currently baylands and unspecified use. Use to be in conformance with Public Trust requirements.

- East Third Avenue provides singular access to the Shoreline Park area. For many years the City has considered making improvements to this arterial. An EIR will be prepared to discuss the impacts of these improvements, which include scenic parkway design considerations and new bridges within the Shoreline Plan Area. Before a firm commitment to proceed with widening can be made, all significant impacts identified in the EIR will have to be carefully evaluated.

- Protection of re-established marsh.

- Conversion of existing pump station into a rest room/self-guided interpretive center.

- Restrict use of island in Marina Lagoon to a natural bird sanctuary.

- Construction of new storm drainage pumping station.

- Prepare a planning study to consider a new outflow channel toward mid-bay.

- Preservation of existing natural vegetation and provision for new planting.

- Public access to the water's edge.

- Mitigation pond on 2-1/2 acres south and adjacent to Third Avenue on NUKE property site.

- Development of bicycle and pedestrian paths.

- Park improvements for public parks and recreation purposes.

- Wildlife observation areas.

- Foot paths for nature walks.

- Self-guided interpretive center for marine and wildlife educational value.

- Park for field sports and other active recreational activities.

- Water-oriented commercial recreation establishments.

- Nature study; bird watching, other observer activities of natural marsh areas.

- Natural area for passive recreation.

- Boat building.

- Picnicking.

- Fishing.

- Biking, hiking.

- Rowing, canoeing, sailing, and water-skiing in some parts of the Lagoon.

- Active and passive recreation.

- Marine commercial, water related and water-compatible uses on private lands near the water on the south side of Third Avenue; appropriateness of uses to be determined by desirability of impacts of uses on surrounding area. New streets may be required to provide adequate and safe circulation.

4. AREA 4 - MARINA LAGOON

A. Existing Conditions:

Marina Lagoon is a controlled body of water, the prime purpose of which is storm water retention, and secondarily it is a recreation facility with a potential for increasing that function. The Lagoon is about 4.2 miles long and varies in width from 200 to 800 feet.

An earth dam on its north boundary separates Marina Lagoon from San Francisco Bay, and allows control of the water level within the Lagoon. Flushing is accomplished through tide gates at the south end, and either gravity flow or pumped flow out through the dam at the north.

B. Improvements and Recreational Opportunities

- Maintenance of adequate capacity and desirable elevation through dredging.

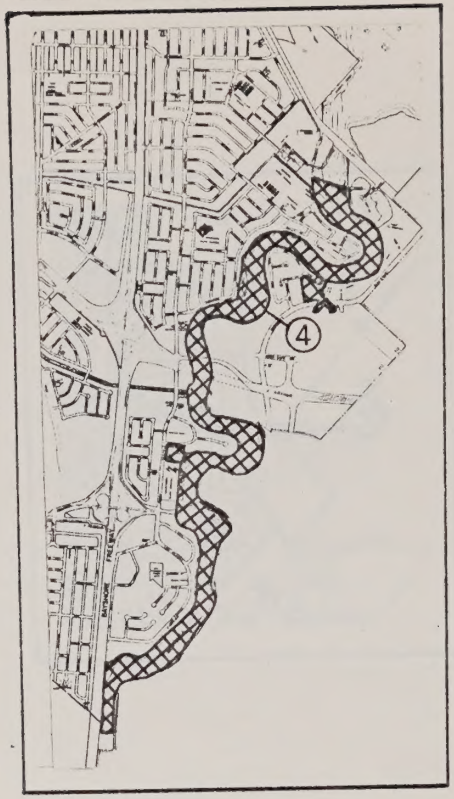
- Increased flood protection of Lagoon through upgraded pumping capacity at the north end and develop a planning study to consider a dredged channel at the south end.

- Development of linear park/public access along Marina Lagoon concurrent with development of vacant land.

- Development of water oriented parks and recreation facilities in City parks abutting the Lagoon.

- Programs to increase water quality.

- Bikeways and trails along the Lagoon, when feasible, with connections to City-wide bikeways and trail systems.



- Boating in Marina Lagoon, including sailing, rowing, canoeing, power boating, and water-skiing.

- Recreation and educational programs related to water sports (sailing lessons, etc.).

- Hiking, and biking along Lagoon, including sightseeing.

- Nature observation.

- Fishing.

- Formal parks and recreation facilities and programs in City parks and community centers.

5. AREA 5 - SAN MATEO CREEK

A. Existing Conditions:

San Mateo Creek counts among the more significant creeks in the City. It has not been channelized along its entire length: its water-carrying capacity is therefore not sufficient and storm drainage improvements will be required if a 100-year storm is to be accommodated.

Discussion of San Mateo Creek in the context of the Shoreline Plan is limited to the area between the Bayshore Freeway and the Bay.

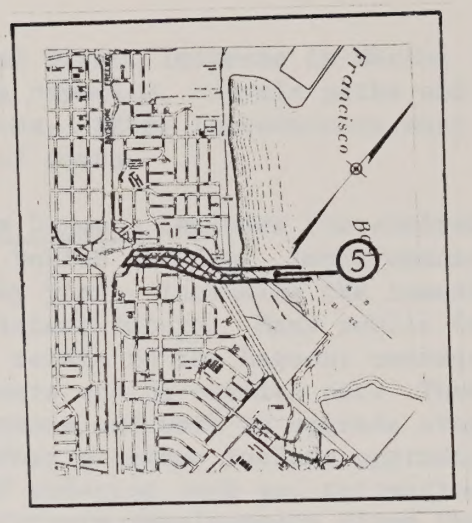
B. Improvements and Recreational Opportunities

- Improvement, to increase the storm drainage capacity consistent with maintaining the creek in as natural a state as feasible.

- Linear park design and improvement between Norfolk Avenue and the Bay.

- Pedestrian and bicycle trails from Norfolk to Shoreline Park, including connection with the City-wide system of trails.

- East Third Avenue provides singular access to the Shoreline Park area. For many years the City has considered making improvements to this arterial. An EIR will be prepared to discuss the impacts of these improvements, which include scenic parkway design considerations and new bridges within the Shoreline Plan Area. Before a firm commitment to proceed with widening can be made, all significant impacts identified in the EIR will have to be carefully evaluated.



- Hiking, bicycling along the creek, pedestrian/ bike connection with other areas.

- Sitting areas, nature observation.

- Fishing.

- Preservation of existing marsh and restoration of shore areas by creating new marshland.

VI. IMPROVEMENT PROGRAM

1. STAGES OF IMPROVEMENT

Five Shoreline Plan areas have been identified. The improvement and development of one is not necessarily dependent on the others, although certain desirable sequences exist. Development of each area depends upon an urgency resulting from safety concerns, or upon the occurrence of certain events (such as closing the dump) or upon the availability of funds.

The general approach to design and development of the bayfront is to design a Shoreline Park Plan which represents a coordinated plan for the area, one which has the potential to be realized in several sequences.

Area 1 (Shoreland) improvements will require use of less than two acres of offshore area and agreements with PG&E. Citizens will be able to participate in improving the nature park located west of the dike which include both the active and passive recreation areas.

Area 2 (Seal Point) development is dependent upon cessation of the sanitary land fill operations. Subsequently, covering fill can be placed and prepared for landscaping. Further and final development will depend upon availability of funds; it is anticipated that franchised private commercial operations will return revenues to the City which can be used for ongoing park improvement programs.

Area 3 (Seal Cove) can anticipate development programs for different aspects of the area at different times, with different priorities. The City has scheduled substantial improvements of Seal Cove--a multi-million dollar water quality control plant, increase in Marina Lagoon pumping capacity, bicycle paths and recreation areas. Other improvements must await availability of funds.

Area 4 (Marina Lagoon) includes the entirety of Marina Lagoon behind the dam. Improvements will occur over many years, including the immediate as well as the distant future. Many public facilities and functions relate to the Lagoon; consequently, numerous projects can be carried out. These include Lagoon maintenance and work to upgrade storm water retention. Other programs include upgrading and maintenance of existing park and recreation facilities. Private developments along the Lagoon will be responsible for the final design and improvement of the banks, including provision and installation of public access along the Lagoon, as well as certain other park and recreation facilities. Public safety will be a major concern along areas of public access to the Lagoon.

Area 5 (San Mateo Creek) could be improved at any time, given sufficient funding. Depending on the scope of the project, residential developments of vacant land can be required to share in the improvement of San Mateo Creek for increased storm runoff capacity, and recreational purposes. The major public cost will be the eventual reconstruction of Third Avenue into a scenic highway.

2. IMPLEMENTATION

Adequate engineering and design studies will be

required for excavations, dredging, foundations, embankment fills and structures to insure construction in accordance with safety standards. In addition, fill materials and the methods and locations for disposal of bay mud must satisfy water quality control board performance specifications.

Architectural design standards will be employed to specify the type, bulk and height of buildings and site development requirements for commercial recreation establishments. Special permit procedures shall be required for private developments within the Shoreline Park boundary.

The City of San Mateo will coordinate improvements within the present city limits with the County of San Mateo and Foster City. City staff will work directly with the staffs of other affected agencies; BCDC, the Corps of Engineers, Water Quality Control Board, State Lands Commission and other State agencies, Foster City and the Estero Municipal Improvement District, the San Mateo County Harbor District, the various County departments, and with PG&E, Westbay, affected property owners, and other agencies and individuals.

In order to gain revenue from public land, leaseholds and franchise agreements can be negotiated for private operators to build restaurants, specialty shops and other acceptable commercial recreation establishments. Other sources of revenue are retail sales tax, property taxes, business license fees and transient room taxes. All possible means of financing Shoreline Park improvements will be explored.

Property acquisitions and easements will be required for public improvements on private property and where needed to permit fill for new public park areas, and to establish marshland and areas for recreational boating and navigation channels.

VII. DESIGN CONSIDERATIONS

1. Major Constraints:

Existing physical conditions and development policies for the future limit the courses of action with the Shoreline Park Plan. Listed below are a series of major constraints which must be acknowledged in the development of this specific plan, and which must be considered in specific project plans and studies:

A. Constraints	B. Impacts
Adopted San Francisco Bay Plan.	Local parties must be consistent.
BCDC Regulations.	Improvement permits are required.
Coyote Point Regional Park.	Coordination with County Park Department.
Coyote Point Marina Expansion.	Change in tidal action.
Municipal Golf Course and Clubhouse.	Fixed land use.
PG&E Substation.	Fixed land uses and undeveloped space for expansion.
Five PG&E high voltage transmission lines and space for two future lines.	Limits locations of structures and type of land use - aesthetics.
Substandard freeway interchange at Peninsula Avenue and Bayshore.	Poor circulation to Coyote Point.
Only five storm drainage pump stations.	Upgrade capacity to remove flood hazard.
Marina Lagoon is a storm water retention reservoir.	Requires periodic flushing to maintain water quality. Must dredge outlet channel to discharge from Marina Lagoon.

Constraints (continued)

Outlet works on Seal Cove, Corps of Engineers.

Water Quality Control Board.

54" wastewater outfall line in outlet dike.

San Mateo Creek drainage.

Marina Lagoon drainage.

Decreasing yield from golf course wells and water becoming increasingly brackish.

Another jurisdiction east of city limits.

Wind direction and aircraft approach to San Francisco Airport.

San Francisco Bay Regional Water Quality Control Board jurisdiction.

Deep bay mud.

Tidal currents.

Existing shoals and shallows.

Existing urban development on the adjacent property is predominantly single family residential.

State Grant restrictions.

Impacts (continued)

Permit required for activities, required lengthy processing.

Requires emergency discharge outlet into Bay.

Difficult and expensive to relocate.

Maintain outlet channel for storm water.

Maintain outlet channel for storm water.

Require assured supply of irrigation water.

Coordinate on-shore improvements and off-shore channel with Foster City.

Establish flight patterns and aircraft noise.

Regulate water pollution and waste disposal into Bay.

Difficult foundation conditions.

Sedimentation in shallows.

Inhibit boating and water outflow.

Requires consideration of relationships of park to adjacent residential areas-buffers, screening, compatibility requirements.

Land uses must be compatible with the public trust of commerce, navigation, and fisheries (Chapter 1099 Statutes of 1976).

2. PG&E REQUIREMENTS

A substantial area of the Shoreline Park consists of PG&E transmission lines right-of-way. While the ground may be available for park development, PG&E has certain requirements to ensure the safety and reliability of its power transmission system. Below are listed some of the basic operating requirements of PG&E.

A. Buildings or other similar structures should be constructed outside the boundary lines of right-of-way.

B. Ultimate park design should provide for continuous road access to all towers within project boundary lines.

C. A minimum ground-to-conductor clearance of 30 feet as set forth by General Order 95 of the Public Utilities Commission will have to be maintained throughout the development.

D. Planting and general landscaping which will not interfere with the maintenance or operations of the lines within the right-of-way would be permissible. However, based on the data available the height of such planting and landscaping would be limited to a maximum of 15 feet at maturity. It is possible, however, that as development plans progress, a detailed planting scheme which would provide for higher growing species at certain locations throughout the project could be worked out.

E. Additional power lines may be located within the right-of-way for which engineering criteria have not been formulated and it is not certain where structures might be located. It is essential to retain flexibility for future construction in order to preserve the long-term usefulness of the right-of-way; however, a satisfactory agreement can be worked out so this issue will not be an obstacle to the development of detailed plans.

F. Tower footings must be upgraded in fill areas.

The PG&E transmission lines and substation perform a necessary function but are a very visible and limiting feature on the Shoreline Park.

While it is possible to design the Shoreline Park in compatibility with PG&E requirements, the ultimate solution to this aesthetic and physical constraint is the undergrounding of the lines. While the current technology to undergrounding these high voltage transmission lines in bayfront lands appears to lack economic feasibility, it may be realized in the future.

The City, Pacific Gas & Electric Company, Corps of Engineers, BCDC, the State Public Utilities Commission, and the Federal Power Commission most likely would be the major agencies involved in the project. The City and PG&E have successfully completed a number of simpler undergrounding programs. The size, complexity and potential region-wide impact of this project would necessitate the assistance of an inter-agency approach at the Local, State and Federal levels so that this project can be integrated with the overall bayfront development and provisions can be made in other projects to accommodate future undergrounding.

3. FOUNDATION PROBLEMS

Bay mud presents difficult and expensive construction problems. It is a poor foundation material because of its low strength and high compressibility. Safe embankment fills and structural foundations will require thorough

investigation of the underlying materials. Competent exploration and material testing will be needed. Qualified professionals will be engaged to prepare safe foundation designs and to see that they are followed by careful construction.

4. PROPERTY OWNERSHIP

Much of the land in the Shoreline Park Area is currently in public ownership, e.g. Coyote Point Park, Marina Lagoon, and Mariner's Island Park. In addition to those lands, the City of San Mateo also has a claim of public ownership to tidelands, submerged lands, and marshlands by virtue of a 1976 grant by the State legislature (Chapter 1099 Statutes of 1976). The competing claims of ownership by private parties are expected to be resolved within the next few years.

It is anticipated, however, that even if the competing claims of ownership should be resolved in favor of private parties, agreements can still be negotiated to permit use of their property as a park site so long as the existing transmission lines are operational.

The need for public expenditures for land acquisition to meet the Shoreline Plan goals will be minimized as a result of the following: 1. existing public ownership, 2. expanded claims of public ownership resulting from the 1976 amendments to the 1933 legislative grant, and 3. agreements for joint public and private use of shoreline lands.

5. ENVIRONMENTAL CONSIDERATIONS

The Shoreline Park Specific Plan is intended to be implemented in a method consistent with the environmental significance of the area, and

cognizant of the needs of the people of the community. The bayfront area has been severely altered from its natural state. Because of this, it may be necessary to perform engineering modifications to achieve the goals stated at the outset of the report. For example, it may be necessary to place some fill to establish new salt marshes, and to fill or modify land areas at the boundary of the dump site to make it usable and establish a definite boundary between water and land.

Continued studies and evaluation for each phase of improvement will be undertaken to ensure that alternatives and courses of action are consistent with the goals and objectives of the Plan, and in balance with the human and natural aspects of the area.

VIII. INTEGRATED DEVELOPMENT APPROACH

Over the years, San Mateo has come to realize that public projects, whether they be streets, parks, affirmative action, or community development programs, can no longer be dealt with as single purpose projects. In addition, they tend to be affected by jurisdictions other than the City. Federal and State requirements on water quality control, environmental protection, transportation, funding, flood control planning and related planning and development functions have made it necessary to provide comprehensive programming; this has also tended to lengthen the planning and program sequence.

Other levels of government have recognized the difficulties involved in comprehensive community development and during the past several years have developed a more comprehensive approach to grant programs. Historically, the vast array of Federal categorical grant-in-aid programs provided

fragmented solutions that fell short of potential maximum benefits. Frequently, a local government had to splinter its municipal operations to qualify for such funds, or, in the extreme, restructure a problem to qualify for a grant. By addressing itself to subordinate levels within the city (Planning, Public Works, etc.) the grant program would frustrate comprehensive problem-solving by the chief executive and council of the municipality. An ancillary frustration has also been the inordinate portion of grant funds diverted to individual grant overhead costs instead of being applied to solving the problem.

A more comprehensive plan and grant approach will allow San Mateo to continue with the Federal and State funded components of the Bayfront Project on an integrated basis, and to extend this approach through non-Federal aspects of the project. The resultant single point of funding control, project monitoring, and reporting (as well as the simplified grant approach process and the knowledge that continued funding to completion of all project components is more likely) should lead to a greatly simplified and very efficient project, from both an administrative and an operational point of view.

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